

AN ADVISORY SERVICES PANEL REPORT

# Waukegan, Illinois



**Urban Land  
Institute**

# Waukegan, Illinois

## **A Strategy for Redeveloping the Lakefront**

February 17-22, 2002  
An Advisory Services Panel Report

ULI—the Urban Land Institute  
1025 Thomas Jefferson Street, N.W.  
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# About ULI—the Urban Land Institute

**U**LI—the Urban Land Institute is a non-profit research and education organization that promotes responsible leadership in the use of land in order to enhance the total environment.

The Institute maintains a membership representing a broad spectrum of interests and sponsors a wide variety of educational programs and forums to encourage an open exchange of ideas and sharing of experience. ULI initiates research that anticipates emerging land use trends and issues and proposes creative solutions based on that research; provides advisory services; and publishes a wide variety of materials to disseminate information on land use and development.

Established in 1936, the Institute today has more than 17,000 members and associates from 60 countries, representing the entire spectrum of the land use and development disciplines. Professionals rep-

resented include developers, builders, property owners, investors, architects, public officials, planners, real estate brokers, appraisers, attorneys, engineers, financiers, academics, students, and librarians. ULI relies heavily on the experience of its members. It is through member involvement and information resources that ULI has been able to set standards of excellence in development practice. The Institute has long been recognized as one of America's most respected and widely quoted sources of objective information on urban planning, growth, and development.

This Advisory Services panel report is intended to further the objectives of the Institute and to make authoritative information generally available to those seeking knowledge in the field of urban land use.

Richard M. Rosan  
*President*

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# About ULI Advisory Services

**T**he goal of ULI's Advisory Services Program is to bring the finest expertise in the real estate field to bear on complex land use planning and development projects, programs, and policies. Since 1947, this program has assembled well over 400 ULI-member teams to help sponsors find creative, practical solutions for issues such as downtown redevelopment, land management strategies, evaluation of development potential, growth management, community revitalization, brownfields redevelopment, military base reuse, provision of low-cost and affordable housing, and asset management strategies, among other matters. A wide variety of public, private, and nonprofit organizations have contracted for ULI's Advisory Services.

Each panel team is composed of highly qualified professionals who volunteer their time to ULI. They are chosen for their knowledge of the panel topic and screened to ensure their objectivity. ULI panel teams are interdisciplinary and typically include several developers, a landscape architect, a planner, a market analyst, a finance expert, and others with the niche expertise needed to address a given project. ULI teams provide a holistic look at development problems. Each panel is chaired by a respected ULI member with previous panel experience.

The agenda for a five-day panel assignment is intensive. It includes an in-depth briefing day composed of a tour of the site and meetings with sponsor representatives; a day and a half of hour-long interviews of typically 80 to 100 key community representatives; and a day and a half of formulating recommendations. Many long nights of discussion precede the panel's conclusions. On the final day on site, the panel makes an oral presentation of its findings and conclusions to the sponsor. At the request of the sponsor, a written report is prepared and published.

Because the sponsoring entities are responsible for significant preparation before the panel's visit, including sending extensive briefing materials to each member and arranging for the panel to meet with key local community members and stake-

holders in the project under consideration, participants in ULI's five-day panel assignments are able to make accurate assessments of a sponsor's issues and to provide recommendations in a compressed amount of time.

A major strength of the program is ULI's unique ability to draw on the knowledge and expertise of its members, including land developers and owners, public officials, academicians, representatives of financial institutions, and others. In fulfillment of the mission of the Urban Land Institute, this Advisory Services panel report is intended to provide objective advice that will promote the responsible use of land to enhance our environment.

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# Foreword: The Panel's Assignment and Summary of Recommendations

**T**he city of Waukegan, strategically located in the northeast corner of Illinois 40 miles north of Chicago and 60 miles south of Milwaukee, is the seat of government for Lake County, one of the country's most affluent and rapidly growing counties. The city is ethnically and economically diverse. As is the case in many other older industrial port communities, many abandoned and underused properties separate Waukegan's downtown from its waterfront.

Among city and regional residents, Waukegan suffers from an image problem. In the minds of many people, Waukegan's lakefront is little more than an unsightly collection of industrial buildings, neglected properties, and environmentally contaminated sites. The city's considerably greater ethnic diversity and generally lower affluence compared with much of the rest of Lake County adds to its image problem.

Like many of the newer communities in the western part of Lake County, Waukegan has enjoyed tremendous growth over the past several years. The city's population blossomed from roughly 69,000 in 1990 to 87,900 in 2000 and more than 90,000 today. Most of that growth has occurred in the southwest and northwest corners of the city.

The newer areas of the city are geographically and psychologically detached from the older parts. Many newer residents generally ally themselves with the city's more affluent neighbors like Libertyville, Green Oaks, Wadsworth, and Gurnee. This sense of separation from the city of Waukegan is due, in part, to the fact that these areas of the city are served by school districts other than Waukegan's and have post office addresses other than Waukegan's.

## The Lakefront

No other community between Chicago and Milwaukee has an asset like Waukegan's lakefront

—a lakefront with three miles of shoreline poised for redevelopment. The 1,400-acre parcel of lakefront land making up the panel's study area contains a variety of land uses and poses numerous challenges.

Redevelopment prospects within the study area include the 340-acre Johns Manville property that has recently been cleared of roughly 30 acres of old industrial buildings. The Waukegan Park District currently is negotiating to purchase more than 100 acres of the Manville property for a sports and recreation complex.

Further south in the study area, the vacated Outboard Marine Corporation (OMC) property offers 140 acres of beachfront and harborside opportunities. The Canada-based Bombardier Corporation purchased a portion of the OMC property in late 2001, but the future of the balance of the site remains open.

The panel believes that these and other lakefront properties could be assembled into attractive redevelopment parcels. Even so, the lakefront treasure remains largely buried. Lingering ties to Waukegan's industrial heritage, environmental concerns, and inaccessibility to the waterfront pose formidable challenges to redevelopment.

A number of concrete silos lining the west side of Waukegan Harbor serve active cement and gypsum operations. Further north, the massive Midwest Generation coal-burning plant with its 450-foot stacks dominates the landscape. The last substantial vestiges of industry on the south end of Waukegan's lakefront—the Akzo Nobel (formerly Dexter Corporation) manufacturing facility at the southwest corner of the marina and the Lakeshore Foundry farther south—give a rather ominous industrial look to a portion of the lakefront east of Waukegan's central business district.



Regional location map.



Potential lakefront redevelopment faces serious environmental issues. Over the past several years, some progress has been made in remediating environmental problems on land around the harbor and identifying environmental concerns at other lakefront sites. But much of the lakefront property remains contaminated to varying degrees by pollutants from the area's industrial past.

Lack of access also hampers potential lakefront redevelopment. Various barriers—the bluff line, the Amstutz Expressway, and rail lines—separate the lakefront from downtown Waukegan and adjacent residential areas. Trips to the lakefront are difficult and unattractive. The only route to Waukegan Beach takes beachgoers through the industrial harbor. No effective bike or pedestrian trail connects recreational portions of the lakefront with residential areas.

Mayor Drew was widely admired for his leadership in the renewal of the Waukegan lakefront. His untimely death in January 2002—only weeks before the ULI panel convened in Waukegan—was a shock to all. Mayor Hyde (right) has expressed an equally strong commitment to the revitalization of Waukegan's shoreline.



## Opportunity for Change

Despite these challenges, Waukegan may be better poised for the redevelopment of the lakefront than ever before—owing in large part to the introduction of a perceived threat to a new future for the lakefront. In 2001, two companies submitted applications to build new industrial facilities on the lakefront. The community turned out in large numbers to object to these proposed developments. The prospect of new industrial development on the lakefront effectively coalesced the city and heightened the sense of urgency for defining a strategy to reclaim and redevelop the lakefront for nonindustrial uses.

The late Mayor Dan Drew voiced the questions of many in the community when he asked:

If not [industrial development], what will we do? We will harness the energy and commitment that has been demonstrated in the public hearings over the past several months. We will capitalize on the broad and overwhelming cooperation that has been displayed. We will tap into the vast reservoir of talent, creativity, and intelligence that has been exhibited. In doing so, we will make our lakefront the polished gem that we all know it can be. And that polished gem will create more jobs, generate more revenue, and be the source of more civic pride than any [industrial development] would have allowed for.

## The Panel's Assignment

The panel's general assignment was to craft a vision for the development of the 1,400-acre study area and to recommend steps for achieving that vision. The panel investigated strategies for changing the industrial character of the lakefront, including the screening or relocation of existing industrial uses to encourage residential and commercial development.

The panel investigated the market for residential, commercial, and other types of development along the lakefront, and explored opportunities for improving public access to the beach. It also considered how the existing marina and commuter-rail line could figure into the future of the area. In

addition, the panel assessed the economic benefits of a revitalized lakefront to the downtown.

The transition of lakefront land from industrial uses to residential or commercial uses hinges on the successful environmental remediation of much of the site. The panel explored ways in which the city could minimize environmental liability for itself and for future developers.

## Summary of Recommendations

The ULI panel recommends that Waukegan create a “harbor city” on its lakefront. This will mean phasing out the once predominant industrial uses and reserving the valuable lakefront for residential, recreational, and nonpolluting commercial purposes. The panel urges the city to provide the leadership needed to pursue the late Mayor Drew’s vision for the revitalization of Waukegan’s lakefront and beyond, and to form partnerships with the private and nonprofit sectors to accomplish the vision.

The city will need to mobilize and sustain vigorous, visionary leadership to accomplish the scope of work proposed by the panel. Actions proposed by the panel include:

- Pursue the redevelopment of the lakefront with an eye to the big picture and the long term, segmenting the plan as necessary for purposes of implementation.
- Create connections between downtown and the harbor area to tie the city to the lakefront in an aesthetically pleasing, accessible manner.
- Increase recreational opportunities, encourage residential development, and establish educational facilities. Support recreational, residential, and educational facilities with the development of retail and commercial uses and the phasing out of industrial uses.
- Determine the level of existing environmental contamination and remediate pollution to a level that is consistent with development goals for individual sites, whether recreational, commercial, or residential.



- Seek assistance beyond the city’s resources to redevelop the lakefront. Successfully tackling the costly and complex reclamation problems on a site of this size will require outside funding and technical assistance—from the county, from state or federal agencies, and from other organizations with expertise in brownfield redevelopment.

The panel recommends expanding recreational opportunities on the lakefront.



## Market Potential

**T**he redevelopment of the Waukegan lakefront requires a long-term vision spanning 20 years in order to change the image of Waukegan that is rooted in a 170-year industrial history.

Throughout America, a knowledge-based and service-oriented economy has largely replaced the industrial economy. Also, industry has shifted from its historical dependence on rail and water access to rely instead on interstate highway access. Such changes are obvious in Waukegan. Industrial firms on the lakefront have closed and lakefront jobs have vanished, while commercial and office parks have sprouted up along I-94, U.S. Route 41, and Illinois 43, bringing with them new households and new tax revenue. Waterfront industrialization served Waukegan well in the past, but it is not the engine to drive the city far into the 21st century.

Heavy industry is no longer the highest and best use for Waukegan's lakefront, and the panel recommends the phasing out of industrial uses.

It is clear that heavy industry is no longer the highest and best use for Waukegan's three miles of shoreline on Lake Michigan, one of America's most scenic and recreationally attractive bodies of water. Yet, the fact remains that it will take time, patience, considerable investment, strong leader-

ship, and political will to change both the reality and the perception of Waukegan's industrial image.

Undesirable elements of the lakefront's industrial heritage remain in the form of pollutants. Contamination problems must be dealt with first and foremost, and corrected by all appropriate means. Then the city can proceed—with a view toward the future but with a remembrance of the good elements of the past—to redevelop a lakefront that because of its geographic location and miles of scenic shoreline makes Waukegan unique in the marketplace.

The city needs an achievable vision: the creation of a new "harbor city" for Waukegan. Accomplishing this vision will require tying the city's downtown to the harbor area through greatly improved access. The harbor city should flow to its water's edge.

### New and Growing Land Uses for the Lakefront

Heavy industry is no longer the highest and best use for Waukegan's lakefront and should be phased out of the study area. In its place, residential, recreational, and educational land uses should be developed, and public access improved. Lakefront redevelopment that emphasizes people, education, and recreation is also the most promising avenue for reawakening the past vibrancy of downtown Waukegan.

### Lakefront Access

The first step in the creation of a new harbor city is to improve accessibility to the lakefront. Washington Street is the central access point. Constructing a bridge extending Washington Street across the railroad and down to Pershing Road will make the harbor more accessible. Relocating the Metra commuter-railroad station so that it is adjacent to the new Washington Street bridge can make the station the focal point of improved lakefront access. Including not only rail but also the



**Figure 1**  
**Waukegan Lakefront Redevelopment**

	Current Acreage	Percent of Total Site	Proposed Acreage	Percent of Total Site	Percent Change
<b>New and Growing Uses</b>					
Residential	1	0.1%	139	9.8%	13,800.0%
Commercial	5	0.4%	16	1.1%	220.0%
Public Access/Streets	155	11.1%	200	14.2%	29.0%
Environmental Cleanup	210	15.0%	270	19.1%	28.6%
Conservation/Recreation	261	18.7%	330	23.4%	26.4%
Railroad/Intermodal Station	80	5.7%	95	6.7%	18.8%
Marine	36	2.6%	36	2.5%	0.0%
Educational	—	—	50	3.5%	NA
Residential, Commercial, and/or Recreational*	—	—	15	1.1%	NA
<i>Subtotal</i>	<i>748</i>	<i>53.5%</i>	<i>1,151</i>	<i>81.5%</i>	<i>53.9%</i>
<b>Waning Uses</b>					
Light Industrial	39	2.8%	25	1.8%	−35.9%
Heavy Industrial	345	24.7%	236	16.7%	−31.6%
Vacant	265	19.0%	—	—	NA
<i>Subtotal</i>	<i>649</i>	<i>46.5%</i>	<i>261</i>	<i>18.5%</i>	<i>−59.8%</i>
<b>Total</b>	<b>1,397</b>	<b>100.0%</b>	<b>1,412</b>	<b>100.0%</b>	

\* Land gained from conversion of the Amstutz Expressway to rail: land use to be determined.

Sources: 2002 Existing Land Use Map, prepared by the Engineering Department, city of Waukegan; panel recommendations.

PACE bus hub and improved bicycle and pedestrian access, the new station should, in the panel's vision, serve as a multimodal transportation hub for the lakefront and downtown Waukegan. The station will become a key landmark.

### Housing

Everyone in Waukegan will benefit if the downtown can attract its fair share of middle- to upper-income households. People who invest in high-quality housing spend discretionary dollars on local goods and services, take an informed and active interest in local issues, and pay property taxes. They represent a source of public revenue

The panel recommends closing the underutilized Amstutz Expressway and realigning the railroad tracks along the expressway corridor.





City officials Russ Tomlin (right center, gesturing) and Ray Vukovich (far right) take the panel on a guided tour of the lakefront.

to replace the tax dollars lost from job losses and population out-migration.

The most promising market for residential development on the lakefront is medium- to high-income empty-nester households and other households without children. This demographic is growing, and is generally more receptive to living at relatively high urban densities than are families with school-age children.

In addition, such households tend to have considerable discretionary income and are not directly affected by the challenges of Waukegan's school system. According to a developer working on the Kenosha, Wisconsin, lakefront, this buyer profile has been the prime source of sales.

Demand for housing in Lake County has been strong in the past decade. Single-family housing construction grew 21 percent from 1990 to 1998. In addition, while the market for single-family housing already exists in Lake County, Waukegan should get its fair share.

Although Waukegan accounts for 14 percent of Lake County's population, the city captured only 7 percent of the county's housing growth from 1990 to 1998. Furthermore, no natural amenity is more compelling in the housing market than a water view.

The panel recommends the development of medium- to high-income housing oriented to households without children. With implementa-

tion of the site improvements fundamental to this recommendation, the Waukegan lakefront will have a unique and enormously compelling competitive advantage for such housing over any other community in the county.

Recent experience with lakefront redevelopment in neighboring Wisconsin cities—such as Kenosha and Racine—is a source of confidence in the potential for Waukegan's lakefront. Lakefront housing units in Kenosha currently start below \$100,000 and peak at just under \$400,000. The majority of the Kenosha home sales are to Illinois residents who are bypassing Waukegan in search of a reasonably priced lakefront home. Given the lakefront improvements that the panel envisions, the Kenosha housing market provides reasons for high confidence in Waukegan's lakefront housing market.

### Recreation

The lakefront is ripe for the expansion of recreational opportunities, including athletic activities. Providing swimming, boating, and fishing opportunities for the residents of Waukegan and visitors to the Lake Michigan shoreline will bring social and economic benefits to the community.

### Educational Uses

The establishment of higher-education facilities on the lakefront can open up new intellectual opportunities in the city and catalyze economic development. The city should provisionally reserve land for a campus and make a concerted effort to identify an entity that has both the interest and capacity to locate a post-secondary campus on the site.

While a major private or state university would be suitable, a smaller college could also provide similar benefits for lakefront redevelopment. For example, in Savannah, Georgia, the private Savannah College of Art and Design opened in 1979 (in rehabilitated buildings) with 71 students; the college has grown to 5,500 students and it has contributed mightily to the resurgence of downtown Savannah and to the intellectual vibrancy of the city. A lakefront faculty and student population could provide comparable benefits to Waukegan's downtown.

### **Retail/Commercial Uses**

The proposed increase in lakefront residential, recreational, and institutional activity should generate supporting retail and commercial development. The panel expects that downtown and lakefront residential development will stimulate new retail/commercial opportunities around the new harbor, and that the harbor will become a retail/commercial destination in itself.

Retail uses in the study area should complement the lakefront location, the marina, and the downtown. Improved pedestrian and vehicular circulation within and between the lakefront and downtown and the relocated train station will offer many sources of traffic to retail establishments. Over a longer time frame, the new harbor presents an opportunity for lakefront hotel development.

### **Waning Land Uses for the Lakefront**

While industry is not an optimal use for prime waterfront property, a few industrial uses are likely to remain on the lakefront for the immediate future. The panel recommends that the city approve proposals for new industrial plants only if the project can demonstrate a net environmental gain.

### **Marketing a New Image for Waukegan**

Waukegan needs to send a clear and unequivocal message to developers, businesses, residents, and potential residents that industry is the past and a

new, livable lakefront is the future. The following actions will be an essential part of that message:

- Adopt a firm policy of phasing out or relocating industrial activity (or other land uses deemed incompatible with housing) from any land designated for housing, retail, or recreational development.
- Begin a serious, methodical, and intelligently phased identification and remediation of the contaminated sites that are scattered throughout the 1,400-acre study area to levels consistent with their highest and best use. The remediation will be no small undertaking, but without it, the lakefront study site cannot make a turnaround.
- Seek creative planning solutions that better tie the center of the city to the lakefront, significantly increase the ease and attractiveness of public access to lake beaches, and protect the lakefront's vulnerable shoreline and wildlife.

The announcement of the city's commitment to carry out these policies and actions will have an immediate, positive impact on potential developers and homebuyers alike. The systematic pursuit and implementation of these initiatives will attract new residents, expand the tax base, and refurbish Waukegan's image.

## Planning and Design

**F**or planning purposes, the panel divided the 1,400-acre Waukegan lakefront study site into five zones as listed here, starting at the north end:

- **Active recreation zone.** Includes the former Johns Manville site north of Greenwood Avenue. The western half of the site is to be used for playing fields installed and operated by the Park District, while a golf course is planned for the eastern half. The panel recommends that public access be permitted around the golf course's perimeter.
- **Remediation zone.** Extends from Greenwood Avenue to the south side of the North Shore Sanitary District property. This area requires strict environmental controls.
- **Natural environment zone.** Extends south from the Illinois Beach State Park to the new harbor's edge. The panel includes this zone to address the protection of the shoreline's natural features and wildlife habitat. A greenway and recreational trail along the entire shoreline will go through this zone.
- **New harbor zone.** Extends from the south side of the North Shore Sanitary District plant to the southern boundary of the marina and west to include the downtown. The panel proposes the creation of a new harbor lakefront community with linkages to the downtown sufficient in density to generate economic growth and promote after-business-hours activity.
- **Lakefront housing zone.** Extends from Water Street to the boundary of the Abbott Laboratories property. The panel proposes housing for this zone ranging in density from seven to 40 units per acre, depending on its proximity to the water.

### Harbor/Central Business District Connection

Making a viable physical connection between the new harbor area and the Waukegan central business district (CBD) will be difficult and expensive. The steep bluff, the underutilized Amstutz Expressway, and numerous railway lines and holding yards for freight operations present a formi-



Future redevelopment zones.





dable expanse to be bridged. Solving the connection problem necessitates bold action.

The panel recommends removing the freight holding area, closing the Amstutz Expressway, and realigning the Metra tracks along the expressway corridor. The panel determined that this shift in transportation corridors is feasible. The Metra realignment onto the Amstutz right-of-way would start just north of the Belvidere Road Bridge and the new tracks would rejoin the existing tracks just south of Greenwood Avenue.

At both locations there is no existing grade differentiation between rail and expressway. These actions would have a profound impact on the ability of the downtown and waterfront to relate closely to each other.

Importantly, it will not be necessary to build any new bridges in order to improve access to the waterfront, although the Washington Street Bridge will need to be extended. In fact, the Grand Avenue/Mathon Drive Overpass, which is already a popular means of pedestrian access, can be made much safer for pedestrians and eventually could be connected to the harbor by a new stairway.

The realignment of the railroad tracks would add 15 acres of waterfront land that could be developed for other uses—harbor residences, the relocated train station/multimodal transportation center, overflow parking, or winter boat storage. Alternatively, in combination with extensive planting to the north, this land could effectively

buffer the residential properties along the east side of Sheridan Road from the remediation area.

Realigning the railroad will permit the design of Washington Street as a grand and direct access route to the harbor and a new marina plaza. The panel suggests relocating the train station adjacent to Washington Street Bridge and east of the new track. This location makes the station safely accessible from both the bridge and the lower Madison Street.

The panel anticipates that a large number of people will work or live or visit attractions within a half-mile radius of the new station location. In addition, the proposed location would reinforce the sense of close connection between downtown and the new harbor village.

The Washington Street Bridge will be the most important initial connector. As the harbor develops, the Grand Avenue Bridge will also serve as an important access route to the harbor area for pedestrians and vehicles.

### Associated Downtown Redevelopment

The panel sought to determine the impact of lakefront development on the economic vitality of the CBD. In the panel's view, development of the lakefront and improved access between downtown and the lakefront will generally stimulate retail development in the CBD. From a planning and design perspective, the panel believes that the city can best encourage downtown activity by

Two views of the intersection of Sheridan Road and Washington Street. New housing proposed for Sheridan between Washington and Grand Avenue will enjoy extensive views of the lakefront.



Future redevelopment site plan. The 1,400-acre study area contains a variety of land uses and presents a variety of challenges and opportunities.



Retention of historic structures like the Masonic Temple on Sheridan Road is important for the CBD.



emphasizing the following three components of downtown redevelopment:

- Complete new development and renovation, including housing, at the junction of Washington Street and Sheridan Road.
- Encourage the development of housing and retail at the northern end of downtown at the intersection of Genesee Street and Grand Avenue.
- Pursue the idea of establishing a theater district at Clayton Street, with the recently renovated Genesee Theatre as a catalyst.



The development of the harbor should proceed in phases, including development of housing with some retail space adjacent to the existing marina.

More intensive development of these three areas will provide long-term benefits for Genesee Street as well as for the entire CBD. The panel encourages the community to preserve historic buildings in the CBD and to include the rehabilitation of distinctive structures such as the Masonic Temple on Sheridan Road in its plans for downtown.

Classic "Main Street, USA" architecture is represented by downtown's many historic buildings. They provide "memory" that can be a powerful tool in the revitalization process, helping the city stay connected to its roots and also helping the downtown retain a unique sense of place. In short, the historic urban fabric in downtown Waukegan





The city should explore flex share uses for this vacant OMC building.

is a marketable resource that should be incorporated into plans for downtown's development.

The panel recommends that the city conduct a comprehensive urban design study for the CBD that can address the role of historic structures in future development. The city should then implement the recommendations of such a study, as appropriate, with design guidelines and regulations.

The city should center CBD revitalization efforts on Genesee Street—specifically at Washington Street and at Grand Avenue—taking into consideration historic structures of architectural merit. The increased traffic generated by redevelopment of the lakefront will enhance the economic value of these two intersections and stimulate new construction and opportunities for restoration. The revitalization of these two intersections and the designation of the proposed theater district at Clayton Street would encourage infill retail along the whole length of this street, which would be supported also by nearby government offices.

Increased residential development and revitalization in adjacent neighborhoods would also encourage retail improvements in the CBD. The panel suggests that the good housing stock in the neighborhoods to the north and south of the CBD be conserved and refurbished as necessary and that appropriate residential infill development be encouraged. Rehabilitating these neighborhoods will provide downtown with a key component of revitalization: a large, stable population on its

doorstep. The city's economic revitalization can be further enhanced by encouraging new housing along Sheridan Road between Washington Street and Grand Avenue, which will have a grand view of the new harbor village and the lake.

## Harbor Development

The development of the harbor area should proceed in phases. The first step will be to develop housing with some retail space adjacent to the existing marina. Initially, the working waterfront need not be totally unpleasant to residents or visitors, but as the recreational value of the waterfront increases, residential development will exert considerable pressure on existing waterfront industries to move. Eventually, more housing, an expanded marina, hotel accommodations, and venues for waterfront events will replace all harbor-oriented industrial uses, with the exception of boat sales and repairs.

In the panel's opinion, the vacant Outboard Marine Corporation (OMC) building on the north side of the harbor holds economic potential. The panel recommends that this building not be demolished out of hand. Its potential as a "flex share" building for various uses—such as boat storage, incubator space, and educational facilities—should be explored.

## Recreation

Effective development of the entire lakefront requires putting a high priority on the improvement of recreational and pedestrian opportunities.

The panel proposes a circumferential recreational path for pedestrians and cyclists that loops around the study area and goes along the entire length of the shoreline. The lakefront trails should connect to planned future trails that go to the Illinois Beach State Park to the north and other destinations beyond city boundaries.

All primary roads through the area should be upgraded and required to have both a sidewalk and bike lane, along with extensive landscaping. To encourage use of the trails, the city should provide parking areas at trailheads and informative

materials about the lakeshore ecology and other items of interest.

The city could stage public festivals and other outdoor events around the harbor and also at the public park and beach. In order to facilitate the use of the park for major events, the access route should be upgraded and rerouted to link directly with the trails and beaches.

The panel proposes that the small, unused beach at the mouth of the Waukegan River just south of the existing marina be cleaned up and made accessible from the marina parking lot. At some future date, this beach could be a suitable location for a city park.

# Development Strategies

**T**he 1,400-acre study area considered by the panel contains significant assets for—as well as impediments to—development. The area's diverse physical conditions mean that it will always host several land uses. The panel finds that the lakefront area contains three types of land use opportunities:

- Land that can be redeveloped or transitioned to new land uses in the next one to ten years. The city should carefully plan the redevelopment of this land to define the transformation of Waukegan's lakefront as an extension of the city and provide exciting new residential and commercial opportunities.
- Land that can be transitioned from industrial use, but not immediately. Some land within the study area requires environmental mitigation and some existing industrial uses should be relocated. Such land and properties may not be ready for redevelopment for another ten to 20 years.
- Land that will remain in industrial use for the foreseeable future.

Some industrial land uses will remain in the lakefront district for the foreseeable future.



## Tools and Principles

The panel identified a number of tools and principles that are crucial to the success of the redevelopment of the Waukegan lakefront, as described below.

### Create Urban Land Values

Waukegan needs to upgrade its industrial land to achieve urban land values. Successful upgrading will expand the tax base, which can ultimately finance property acquisition, demolition, remediation, and infrastructure. The city should take a holistic approach and pursue strategic actions to establish urban land values—and thus bring to market the largest development-ready lakefront site between Chicago and Milwaukee.

### Diversify Development

The redevelopment of the Waukegan lakefront entails many risks, among which are defining the area's development potential and mitigating environmental hazards. To share the development and market risks, it will be important to attract a variety of developers and architects and to aim for a diversity of projects. To share in the environmental liability as well as the costs of mitigation, it will be important to involve different government agencies and potentially responsible parties. (PRPs are entities that had a role in contributing to the area's contamination and thus have some responsibility toward its cleanup.)

Projects should contain mixed uses aimed at varied markets, as defined by various stakeholders including different developers and architects. Involving multiple players will help the community build an urbane city, not a just a lakefront "project." Industrial buildings can be converted to flex space, which might include university-operated technical and vocational training facilities and incubator space.



### **Alternate Lakefront Development with Inland Development**

Do not develop all the lakefront property first. Alternating lakefront development with the development of inland sites will attract different markets and help to maximize the potential for product diversity, price, and value.

### **Empower Local Developers**

Local developers know the market well, can exploit less obvious niches, and work hard to avoid failure. In addition, local developers recycle their profits within the community.

Local developers may need to form partnerships with experienced regional developers to attract capital and expertise.

### **Create a Public/Private Development Corporation**

A public/private development corporation is a special-purpose entity that can coordinate the actions and resources of a multitude of players—including special governmental authorities—with different objectives. To accomplish many of the tasks involved in redeveloping the Waukegan lakefront, the city should establish a New Harbor Redevelopment Corporation (NHRC). The NHRC would combine the powers of a public entity with the flexibility of a private developer. It should have a professional board and be staffed by experienced development managers. It could play the following key roles:

- assemble land for large-scale development;
- negotiate development conditions and deals;
- advocate for the lakefront;
- coordinate the environmental remediation program; and
- manage a growing income stream, which would be shared with public sector landowners and private sector development participants.

### **Exchange Property for Shares**

The redevelopment of the lakefront requires the environmental remediation of much of the area. The sites needing remediation will have to be aggregated under the control of an entity such as NHRC in order to effectively accomplish the



The environmental remediation of the Johns Manville site (left) has opened up opportunities for new soccer fields and a planned golf course.

remediation goal. The panel recommends that NHRC work with the industrial landowners on the lakefront to exchange their land for shares in the area's redevelopment. The incentives for the landowners would be reduced environmental liability and increased rewards. This type of comprehensive approach to remediation can reduce total remediation costs. Securing control over all lakefront land by the lakefront redevelopment corporation can contribute to the success of the whole redevelopment endeavor.

### **Create a Flexible Framework for Redevelopment**

The success of long-term, large-scale projects depends on having a flexible development framework. Control of the land provides flexibility over time to make changes in the development program and project design to accommodate changing markets and financial cycles. One of the most effective and flexible methods of controlling land is ground leasing, which reduces risks and the capital required for the development of projects. In addition, the ground-lease income could be an important source of funding the operation of the lakefront redevelopment corporation.

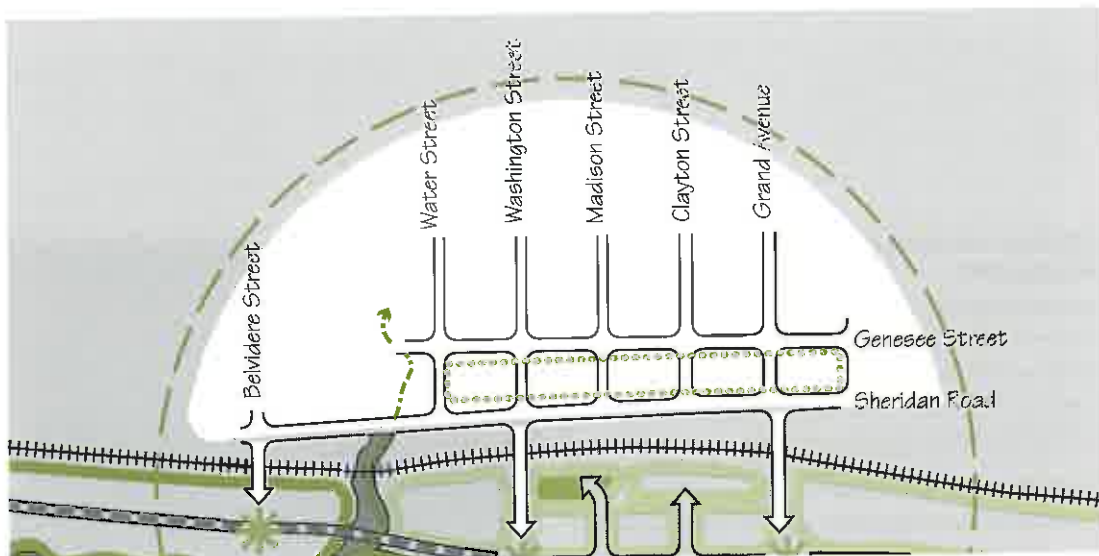
### **Development Stages**

Redevelopment of the lakefront will require a master plan that considers defined development objectives for both the public sector and the private sector. The master plan will provide the foundation for specific lakefront redevelopment projects over the next 20 years.

The panel classifies these objectives and projects as Stage 1 projects (to be developed over the next



Projects A and B will establish a city/harbor connection and mixed-use development in the central business district.



ten years) and Stage 2 projects (envisioned for years 11 through 20).

Stage 1 seeks to maximize immediate opportunities. The most important objectives in this stage include connecting the downtown to the lakefront; enhancing the 1,000-slip marina; using the marina to attract housing, restaurants, entertainment, and office uses; and making the Metra commuter-train station into a gateway to Waukegan.

Because waterfront housing will always increase in value, the panel recommends surrounding the harbor with housing that extends to Abbott Laboratories. Waterfront housing should be developed at different scales for different markets at different times. Screening of the sewage treatment plant will probably be needed to prevent it from impeding development. Over the next ten years, at least 1,000 new residential units can potentially be built, which will set the stage for significant new investment in the second decade. At the end of Stage 1, Waukegan's lakefront will offer a model for redeveloping an older industrial area into a livable community.

Stage 2—designated for years 11 to 20—anticipates the long-range potential of the site. Although the process of environmental remediation will be time-consuming and costly, the panel assumes that the success of these efforts will have established the transition from industrial uses to residential and commercial lakefront development in preparation for the projects proposed in Stage 2.

### Stage 1 Projects

Stage 1 of the redevelopment of the Waukegan lakefront will occur from year one to year ten. Five proposed Stage 1 projects are described

below. Project A involves major public improvements, while projects B, C, and D focus on private investment. Project E involves the intermediate development of a transitional area that is gradually shifting from industrial uses to residential, commercial, and institutional uses, until it can be more fully developed in Stage 2.

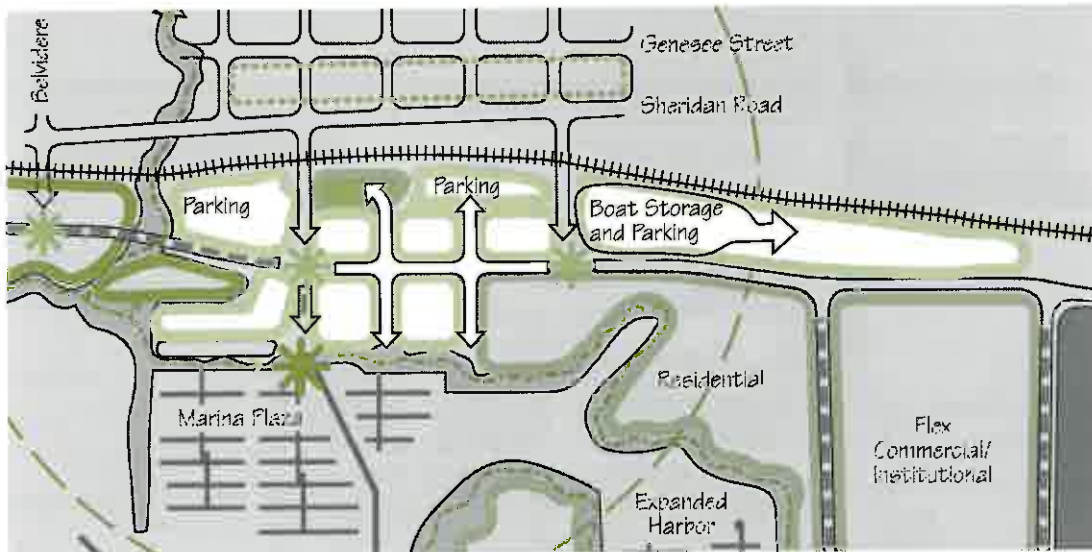
#### Project A: Establish a Harbor/CBD Connection

Present land uses and transportation conditions make access to the study area difficult. The lack of attractive, easily navigable linkages from the downtown to the lakefront limits the area's potential for becoming a destination. Vehicular access routes to the lakefront can be confusing, and safe, convenient pedestrian access does not exist.

The panel's vision includes the establishment of a direct link between the downtown and the lakefront. Washington Street, which connects I-94 to downtown and could extend directly to the lakefront, presents an opportunity to create such a link. Serving as the primary east/west spine through the center of town, Washington Street currently proceeds east from downtown across Sheridan Road, where it intersects a ramp leading to the Metra parking lots.

The panel's vision of an enhanced train station relocated adjacent to Washington Bridge and east of the new track could satisfy a number of important downtown and lakefront objectives. Designed correctly, the train station can bridge the void between the CBD and the lakefront and serve as an important node for both accessibility and development.

The city must first acquire the portion of the site under private ownership, vacate the Amstutz Expressway, and reconfigure the railroad tracks.



Project C will develop the lakefront marina with residential and retail.

This site for the bridge extension and relocated station will require only minor environmental remediation. The relocation of the train station, the development of new parking facilities, and the enhancement of beachfront access will complete this harbor/CBD connection.

#### **Project B: Develop Mixed Uses in the CBD**

The city owns a two-acre site on the southwest corner of Washington Street and Sheridan Road that is vacant and recently has been considered for housing development by the city. This site provides an excellent opportunity to anchor this important intersection and to reduce the perceived void between the city and the lakefront. It does not appear to have any physical or environmental constraints for development. Another vacant site just to the south along Sheridan Road could support additional development in this area.

The panel proposes the development at this intersection of a five- to eight-story mixed-use building containing between 100 and 150 housing units that would be marketed to middle-income households interested in a high-amenity urban location. Most of the units should be oriented to the east, with lake views.

Residents would use the mass transit available at the multimodal transportation center that would be located within a three- to five-minute walk. At grade resident parking would be included in the project at a minimum of one space per unit. From 4,000 to 6,000 square feet of ground-level retail space would be provided, starting at the corner of Washington Street and Sheridan Road and extending west along Washington Street.

Other Stage 1 development that should be considered for the CBD includes the following specific projects:

- new housing and retail at the intersection of Geneesee Street and Grand Avenue;
- development of the proposed theater district at Clayton Street;
- preservation and enhancement of the Carnegie Library; and
- adaptive use of the News Sun building.

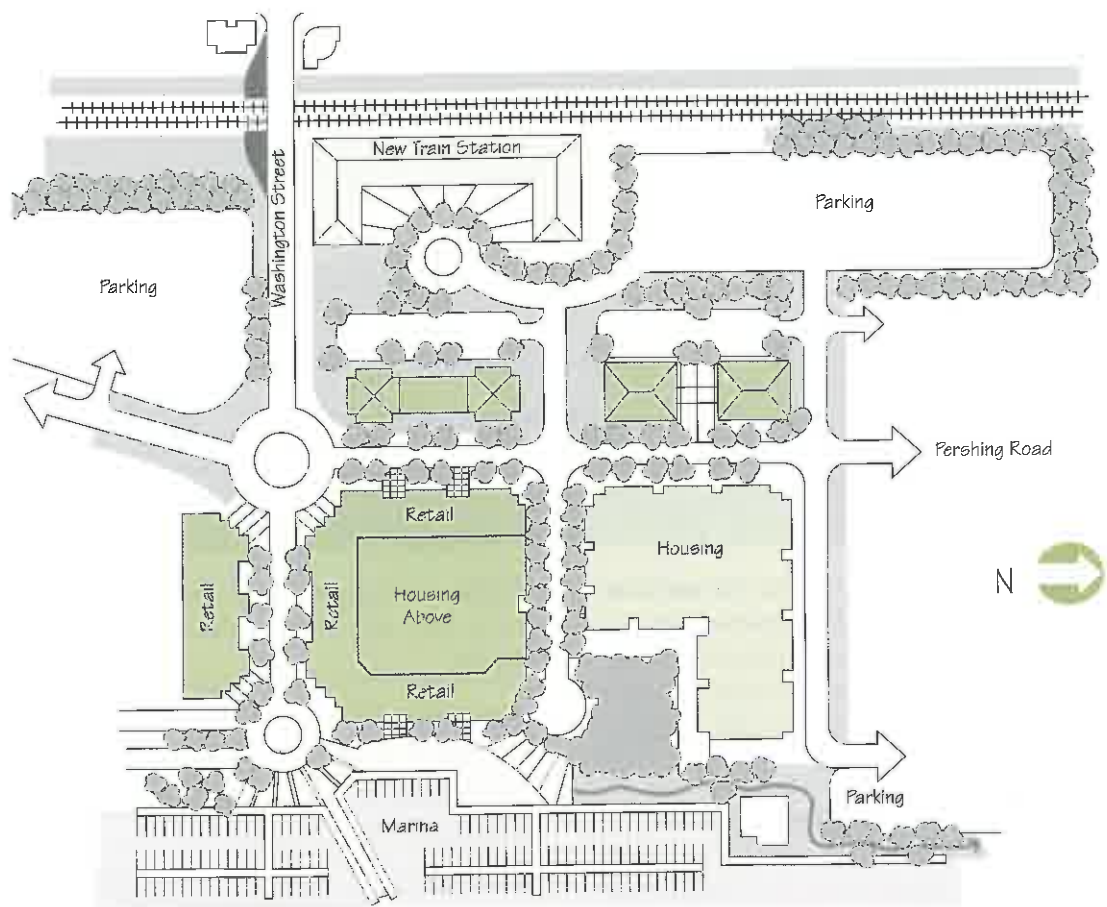
It is likely that the city will have to offer incentives to induce developers to risk pioneering the redevelopment of the lakefront and adjacent CBD. The city can help manage project risks by abating property taxes, writing down the land costs, and funding parking (potentially through an expanded lakefront tax-increment financing (TIF) district as described in the "Implementation" section). In return for such public investment, the city should reserve the right to review the design of projects and otherwise influence their quality.

The Washington Street/Sheridan Road development can begin immediately. It is likely to serve as a catalyst for other housing initiatives. Furthermore, the addition of 150 to 300 residents to the downtown area will increase the demand for downtown services and provide support for new venues such as the Geneesee Theatre.

#### **Project C: Develop the Lakefront Marina**

Developing the lakefront marina will "set the table" for a strong and attractive harbor that is capable of capturing major new investment for many decades to come. This critical project will work in synergy with the existing marina and

Project A, which includes construction of a new Washington Street bridge and the relocated train station, will be a critical step in connecting the downtown to Project C, the development of housing and retail around the lakefront marina.



most likely create additional demand for the services it offers, providing an economic gain.

The marina site starts at the south end of the new harbor zone and extends north to the marina slip. It is approximately 20 acres in size, with ten to 12 acres of developable area adjacent to the marina between Clayton Street and north of the Akzo Nobel Aerospace Coatings plant. The major landowners include Union Pacific and Elgin, Joliet, and Eastern (EJ&E) railroads, the Regional Transportation Administration, and the Waukegan Port District. There are also several privately owned sites of one to two acres.

The railroad presence includes two active rail lines, several rail storage lines, and a rail spur. To allow for a better development scheme within the area, much of this rail use should be consolidated and relocated. The panel has determined that environmental issues at the lakefront sites can be managed. However, much of the developable area includes marina parking, which would have to be relocated as development occurs.

The proposed lakefront marina development is a complex project affecting several property owners, involving new land uses, and calling for significant infrastructure improvements. The project

will have to be carefully coordinated with the Waukegan Port District to ensure continued convenient service delivery to marina users.

**Residential and Retail Uses.** The reorganized lakefront property adjacent to and east of the extended Washington Street Bridge can accommodate 200 to 700 upper-end condominium units (depending on the density ultimately recommended by the master plan) located on ten to 12 acres. This housing would be the first step in the creation of a residential neighborhood in the vicinity of the marina.

The project's addition of 325 to 1,000 residents in the area (again, depending on the master plan's density determinations) will generate demand for services. The existing marina and the new housing will help to support a retail element at the lakefront marina. The panel recommends that approximately 20,000 to 25,000 square feet of retail be added. The types of tenants that can serve residents, boaters, and visitors include convenience services, restaurants, and specialty shops.

**Parking.** Given its mixed-use nature, the lakefront marina area will generate a significant demand for parking. Figure 2 indicates how the increased need for parking could be met.



**Figure 2**  
**Lakefront Marina Parking**

Land Use	Current Parking Spaces	Proposed Additional Parking Spaces	Notes
Marina*	800	400	Proposed new marina parking is based on the current site plan; proposed housing will require a reconfiguration of current marina parking.
Residential	—	325–500	Assuming 250 units and a minimum of 1.5 spaces per residential unit.
Retail	—	100	Retail parking can be accommodated by street parking and scattered lots adjacent to stores.
Overflow	—	500	To accommodate overflow during weekdays and to supplement weekend and special event demand, overflow parking can be available on the west side of Pershing Road between Clayton and Madison streets.
Flex Spaces	250	400	Assuming lower demand on weekends, parking in the Metra lot can serve as overflow parking. Proposed number of new parking spaces is based on the existing railroad station renovation plan.

\* A drop-off area also can be established for marina users to unload supplies and gear adjacent to the boat slips prior to parking. On weekends, there may be a need to provide courtesy support transport services (e.g., golf carts or a small van) for marina users from parking lots to the west of Pershing Road.  
Sources: 2002 Existing Land Use Map, prepared by the Engineering Department, city of Waukegan; panel recommendations.

**Development Process.** Assuming a high-quality residential development with on-site amenities, the housing and retail components of the lakefront marina project will require a significant investment. Major public costs involving property acquisition, some sewer and water relocation, parking improvements, and road construction and upgrades are also associated with this project.

The lakefront marina project has two key phases: a planning and capitalization phase and a construction phase. The first phase—involving property acquisition, detailed site planning, and design and engineering of the required infrastructure—will take approximately three years to complete.

During this first phase, developers should be solicited to determine their interest in and approaches to the project. The construction phase, which should commence within this three-year planning time frame, will likely take two to three years depending on market absorption.

#### **Project D: Develop South Harbor on the Lake**

The site for South Harbor on the Lake consists of 50-plus acres of developable property below the bluff east of Sheridan Road and east of the Union Pacific tracks. It offers an outstanding opportunity

to create a moderate-density, neighborhood-scale, beachfront community of 500 to 1,500 units for up to 2,500 residents, a beach trail with public access, and improved lakefront usage. The South Harbor project can contribute to a new image for the lakefront and serve as an additional access point along Sheridan Road to the lakefront.

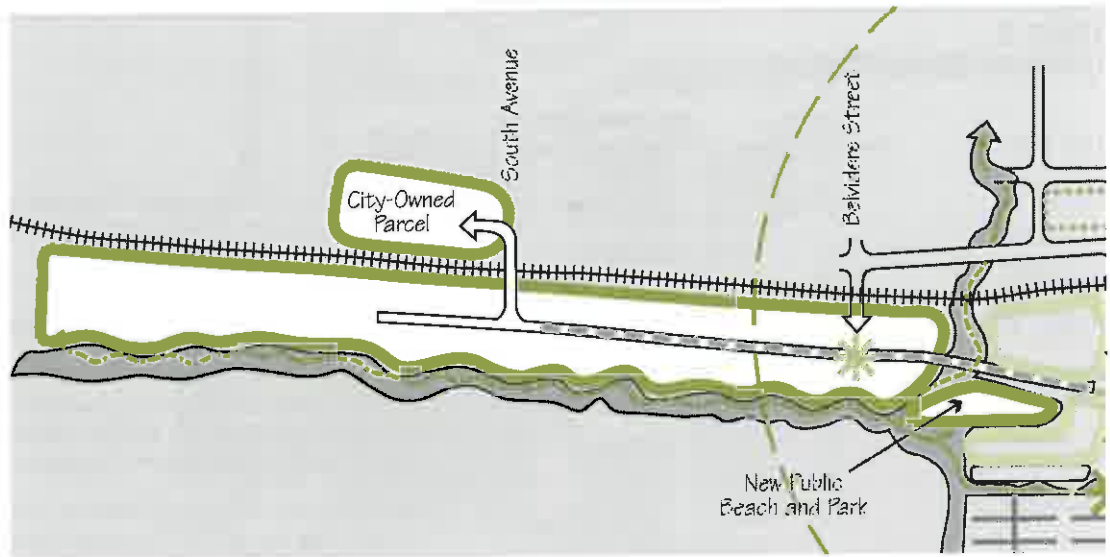
The land on which this project would be developed has only a few owners, and is mostly vacant with the notable exception of a small foundry and a rail line, each of which would require relocation. Potentially, the EJ&E railroad could abandon its underused spur that runs through the site and share the Union Pacific tracks.

This project would be exclusively residential, potentially with some on-site amenities such as a clubhouse, recreation area, and community pool. Unit prices, depending on view and access, could range from \$125,000 to \$200,000 and to as high as \$250,000 for lakefront units. Two parking spaces per unit should be provided on site.

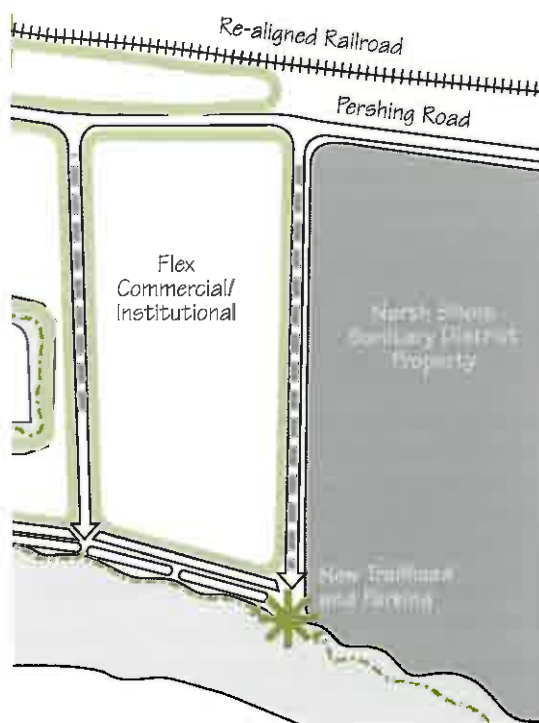
#### **Project E: Establish the Transitional Area**

The panel envisions the area north of the marina slip and south of the North Shore Sanitary District plant as a transitional area that will gradu-

Project D will develop the South Harbor on the Lake for residential use.



Project E will establish the transitional area (Stage 1), and Project G will adapt existing facilities for flex commercial/institutional use (Stage 2).



ally shift from industrial to other uses. While the major part of this shift will take place in Stage 2, several possible interim uses may be developed in Stage 1. The long-term use of this property will depend on the rate and level of the environmental remediation that occurs.

The Outboard Marine Corporation (OMC) buildings, containing an estimated 1.75 million to 2 million square feet of space, are in an area identified by the panel for flex commercial/institutional uses that could create new jobs—and possibly generate income for the proposed New Harbor Development Corporation. The OMC buildings could be adapted for various uses, including the following:

- university-operated technical and vocational training;
- relocated on-site uses, such as boat sales, service, and storage;
- low-cost business incubator space;
- indoor recreation; and
- indoor festival and exposition space.

## Stage 2 Projects

In Stage 2, the transition area established in Stage 1 will become the focus of more intensive redevelopment efforts that will build on and enhance the transitional projects.

### Project F: Develop a Mixed-Use Lakefront/Harbor

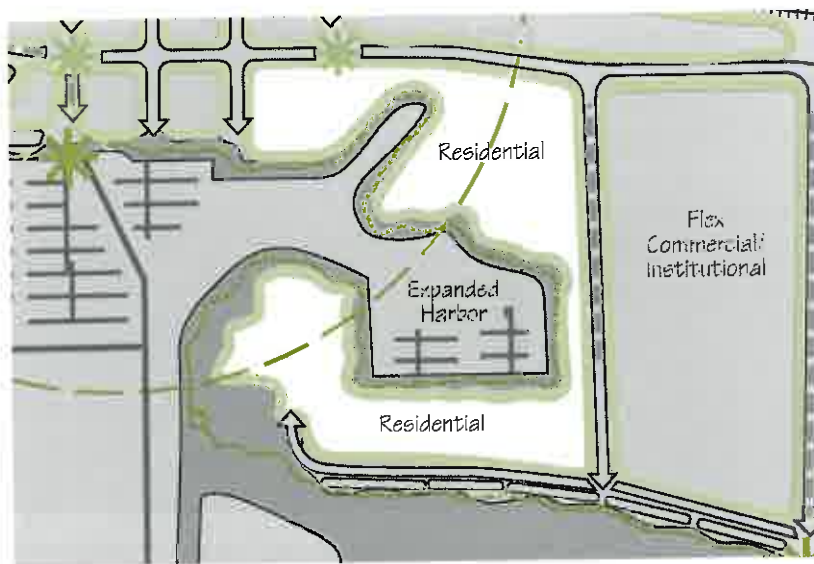
Completing the redevelopment of the new harbor zone, the mixed-use lakefront/harbor project has three parts: the harbor/lake area, the harbor/tower area, and a retail/marina area.

**Harbor/Lake Area.** The area lying between the lakefront and the expanded harbor contains about 31 acres that could be developed for housing—1,400 units at an average density of 45 units per acre (comparable to the density developed on the Kenosha lakefront). All these units would have a water view—half facing the lake and half facing the new harbor. Ranging in size from 1,000 to 1,500 square feet, such units could sell for \$200,000 to \$300,000 (2002 dollars).

**Harbor/Tower Area.** The 25-acre site designated harbor/tower area lies across the expanded harbor to the west. Developed at a slightly higher average density of 50 to 60 units per acre, the site could accommodate 1,250 to 1,500 townhouse and condominium high-rise units ranging in size from 1,000 to 1,500 square feet and selling for \$200,000 to \$300,000 (2002 dollars).

The hotel/condominium tower would rise ten to 15 stories and provide views of the new harbor, Lake Michigan, and downtown. The townhouses on the waterfront lining the new harbor could be slightly larger (1,200 to 1,800 square feet) and more expensive (\$240,000 to \$360,000).

**Retail/Marina Area.** Lying between these two Stage 2 residential sites is a four-acre site that can be developed to provide retail serving both housing developments.



### Project G: Adapt Existing Facilities for Flex Uses

The 66.5-acre transitional site (primarily the former OMC compound) provides a buffer between the residential, commercial, and retail development to the south and the sewage treatment plant to the north. If the necessary environmental remediation is carried out, this property can continue to provide flex space for commercial and institutional users. A beachfront hotel potentially could be developed on the lakefront portion of the site.

Project F will develop a mixed-use lakefront/harbor.



# Implementation

**T**he panel has identified four specific implementation strategies that are necessary for the realization of its the vision for the Waukegan lakefront:

- establish organizational structures;
- address environmental challenges;
- produce a detailed master plan; and
- arrange for finance.

## Establish Organizational Structures

To articulate and implement the recreational, residential, and retail development of the Waukegan lakefront, the panel proposes the establishment of a public/private, not-for-profit redevelopment corporation. This redevelopment corporation will have the capacity, both financial and professional, to partner with multiple stakeholders to promote redevelopment of the lakefront and address obstacles in innovative and efficient ways.

Ideally, by serving as a central authority for decision-making, the redevelopment corporation will be able to more effectively market and develop the lakefront. In light of the existing—and in many cases unidentified—environmental contamination of lakefront property, the redevelopment corporation potentially could remove a major obstacle to the realization of the new lakefront district by serving as a shield for the city's environmental liability. The redevelopment corporation also would provide design review for development on lakefront district properties.

The panel proposes that this entity be called the New Harbor Redevelopment Corporation (NHRC). It should be authorized by the state to acquire, prepare (investigate and remediate contamination), and dispose of lakefront property—specifically property in the remediation areas as it becomes available, as well as property above the bluff at the intersection of Washington Street and Sheri-

dan Road. NHRC should have the authority to contract, lease, negotiate and enter into financial arrangements in furtherance of its corporate purposes.

To establish NHRC, the panel recommends that the mayor of Waukegan with the advice and consent of the city council appoint a seven- to ten-person leadership team made up of the mayor; other designated local, county, and state public officials; and chief executives from the business community.

The leadership team will hire an executive director for NHRC, who should be a well-respected, innovative leader with a track record in addressing complex environmental, land use, and economic challenges. An essential function of NHRC's executive director will be to actively promote the development of recreational and residential land uses in the lakefront district and to work diligently to implement lakefront redevelopment.

The panel envisions NHRC as governed by a board of directors that also is appointed by the leadership team. All the directors will be members in good standing in their respective professions, with educational training and demonstrated professional expertise in at least one of the following areas: public finance, private finance, land use, real estate development, law, and environmental engineering.

In addition, to build community support for redevelopment of the lakefront and to maintain citizen involvement, the leadership team should establish a lakefront redevelopment community advisory council.

## Address Environmental Challenges

Future land use in the lakefront district will be determined, in part, by the level of environmental remediation needed. Presently, the majority of the land is zoned for industrial use. Regulatory

actions by state agencies and federal environmental agencies presume a continuation of industrial use in the lakefront district, and hence to date potentially responsible parties have been allowed to remediate sites to much lower standards than would be required for recreational or residential uses. To create a lakefront district that is safe for recreational, residential, educational, and retail uses, NHRC should actively promote rezoning for these uses.

NHRC should develop a list of priority brownfield sites in the lakefront district for acquisition, preparation (environmental site assessment and remediation), and disposal. It should give careful consideration on a case-by-case basis to the costs and benefits of each acquisition. Specifically, NHRC should be mindful of all potential environmental liability when making its acquisition decisions. In some cases it may be advantageous for NHRC to divide responsibility for remediation costs with a potentially responsible party.

If NHRC chooses to move forward with an acquisition, it should take advantage of all pertinent federal and state programs that facilitate decision making in this area. Specifically, to the extent possible, NHRC should obtain necessary assurances regarding future remediation from the federal Environmental Protection Agency (EPA) and the Illinois EPA (IEPA) prior to an acquisition, including Prospective Purchaser Agreements, Comfort Letters, and No Further Action Letters. As required, NHRC should actively participate in state site assessment and remediation programs, such as the Illinois Voluntary Program, designed to streamline remediation; and it should examine successful brownfield remediation programs developed in other parts of Illinois, such as Cook County.

In certain instances, NHRC may agree to take on all or a portion of liability for site remediation. In this circumstance, NHRC should purchase one or more environmental insurance products designed to limit the liability associated with the discovery and cleanup of brownfield contamination. To reduce the cost of environmental insurance for NHRC and other prospective purchasers of brownfield sites in the lakefront district, the city of Waukegan should consider brokering shared risk pools.



Sites capitalizing on the beauty of the lakefront alternate with many of the remaining industrial sites in the vicinity. Much of the lakefront should be rezoned for nonindustrial uses, which will help to stimulate new environmental remediation efforts.

Waukegan, like so many other cities, must bear the direct and indirect costs of its long-standing industrial heritage. In order to ensure that the remediation of former and existing industrial sites is efficient and effective, NHRC should actively identify innovative technologies for decontaminating the brownfields in the lakefront area. Federal programs, such as EPA's Project XL, and the Environmental Council of States (ECOS) can help with this effort.

The environmental remediation of the lakefront will undoubtedly be difficult, time-consuming, and potentially costly for NHRC, but it will pave the way for the redevelopment of the lakefront district. Absent such an effort by an entity created and empowered to initiate, implement, and actively promote environmental remediation and the development of new land uses in the lakefront area, Waukegan will continue to suffer from the ills of an obsolete industrial past.

## Produce a Detailed Master Plan

The panel recommends that the city's planning department conduct a national search to hire an urban planning and design firm to produce a detailed master plan for the redevelopment of the lakefront (and designated adjacent downtown sites, as appropriate). The master plan should include appropriate land use codes, design standards, floor/area ratios, density recommendations, and prototype elevations.

This master plan should be adopted as the city's official lakefront redevelopment plan and serve as the basis for a new tax-increment finance district (an expansion of the existing lakefront TIF district). The master plan will help attract investors and funding for the redevelopment effort.

The city of Waukegan can establish and maintain public credibility by moving forward with the redevelopment of the lakefront in a deliberate manner. A well-articulated development plan created with community participation will establish credibility. Also, it will help attract high-quality developers and give the community needed information about the redevelopment plan, redevelopment costs, and the redevelopment process.

## Arrange for Finance

Implementation of the redevelopment plan will require substantial funds from federal, state, county, local, and other sources to support environmental remediation efforts, infrastructure investments (including funding for transportation systems and green space), and development financing assistance.

Environmental remediation will be the most costly component of the redevelopment of the Waukegan lakefront. The remediation estimate for just one of the lakefront sites known to be contaminated exceeds \$30 million. On a more positive note, for many of the sites known to be environmentally contaminated, the city has identified and is already in conversation with responsible parties who have the capability to finance necessary remediation activities.

Once remediation is completed, development financing should follow normal economic feasibility models and standard underwriting procedures will apply. Until that time, the pervasive and long-standing environmental contamination of Waukegan's lakefront will most likely cause financing entities to perceive development activities there as carrying a high risk.

## Federal Sources

Federal funds for environmental remediation are available in the form of grants and revolving loan funds, primarily through EPA, but also through agencies like the Department of Housing and Urban Development (HUD) and the Commerce Department's Economic Development Administration. The recent passage of new brownfields cleanup legislation increases federal funding administered by EPA and HUD to \$225 million a year.

An EPA program—the Brownfields Initiative—is designed to enable states and communities to work together to assess, safely clean up, and sustainably reuse brownfields. One element of the program is the provision of seed money to local governments for the creation of brownfields pilot programs that build capacity and partnerships at the local level and develop innovative approaches to brownfield issues. EPA provides up to \$250,000 each for two-year pilot programs to assess brownfield sites and test cleanup and redevelopment models; up to \$200,000 each for two-year pilot programs to provide skills training for environmental cleanup; and loans of up to \$1 million under its brownfields cleanup revolving loan fund (BCRLF) program to assist the cleanup of brownfields.

HUD awards grants, generally of \$250,000 or less, for brownfield assessments and studies. The Economic Development Administration can provide project and planning funds for brownfield remediation and development in amounts up to \$5 million.

Federal funds for transportation improvements could significantly support the redevelopment of Waukegan's lakefront. Many programs under the Transportation Enhancement Act for the 21st Century (TEA-21), which are administered by the Federal Highway Administration, fund 80 percent

of a project's cost, requiring only a 20 percent local match.

TEA-21 funds may be available to assist with construction of the Washington Street corridor and connector extension to the new train station. TEA-21 funds can be applied also to the extension or rebuilding of some of the street grids if such projects are directly related to transit connections. Almost all TEA-21 programs require a public agency to be the grantee.

Waukegan's U.S. representative and senators can be good resources for helping to secure federal funds for lakefront redevelopment efforts. They should be kept abreast of the project's needs and progress.

### State Sources

To secure state support, the city should make sure that its local representatives and senators in the state legislature are well informed about the lakefront redevelopment project as it moves along.

The state of Illinois offers several funding programs for brownfield redevelopment through the IEPA. Its brownfield redevelopment grant program helps communities identify and prioritize brownfield sites, investigate and determine remediation objectives, and develop remedial action plans—with awards up to \$120,000.

The state's brownfield redevelopment loan program offers low-interest loans—up to \$120,000 per site investigation, up to \$500,000 for a single loan application, and up to \$1 million for a single project—for cleaning up brownfield sites. The program allows municipalities to use loan repayments to make new loans for the same authorized purposes (also known as a revolving loan fund).

### Local Sources

The city of Waukegan is financially strong and fiscally well managed, but its tax base is stagnant. The panel recommends that the city generate additional funds for redevelopment efforts by increasing its sales tax by 1 percent, an action that would raise approximately \$6 million in new capital annually.

The city also has in place a tax-increment financing (TIF) district for the lakefront/downtown



area. The panel recommends that the city expand the TIF to cover the lakefront study area as outlined by the master plan, and use the tax revenue to fund public improvements needed for the lakefront's redevelopment. The TIF process, which uses the anticipated growth in property taxes generated by development to finance public investment, is an excellent vehicle for funding this effort.

Using approximately 50 percent of the additional revenue from the sales tax increase and the proceeds from the expanded TIF district, the city will be able to issue TIF bonds for the specific purpose of lakefront redevelopment. The city can then use the bond proceeds, along with residual TIF collections and interest from these collections, to fund improvements needed to attract desired development projects, such as a parking deck, a pedestrian corridor, or negotiated infrastructure improvements.

### Other Resources

To help overcome the perceived risks of development in Waukegan, the panel recommends that the city pursue two special finance tools: a bank lending consortium and a privately run real estate equity fund. Both these mechanisms can attract new development and make available additional financing for projects by spreading risks and pooling resources among various providers of capital. The cities of Kenosha, Wisconsin, and Fort Sheridan, Illinois, have successfully used these financing mechanisms in their redevelopment efforts.

The potential amenity value of lake-oriented activities in Waukegan is enormous.





The proposed plan for the redevelopment of the Waukegan lakefront includes improving access to the beach, above. The area north of the marina slip and south of the North Shore Sanitary District plant and administrative building (right) should gradually be changed from industrial to other uses.



NHRC should seek capitalization starting at \$50 million for each of these financing tools from regional and state sources.

A Waukegan-based bank could spearhead the effort to create a bank lending consortium by coordinating with other banks in the state to pool funds for the dedicated purpose of investment in the redevelopment of the Waukegan lakefront.

A real estate equity fund is a fairly new—and complex—mechanism that requires a feasibility analysis and should be guided by an experienced consultant. Banks most typically invest in these funds. The involvement of insurance companies, public pension funds, and foundations is usually less, but growing.

Another source of equity financing—and perhaps one of the most powerful—may be the manufacturing corporations, previous owners, or potentially responsible parties related to the contami-

nated sites. These parties—General Motors and the North Shore Gas Company, for example, are responsible parties for the coke plant site—would be able to recoup some of their remediation investment by retaining ownership and involvement in the redevelopment of the relevant sites.

Waukegan is the last undeveloped section of the lakefront on the north shore, and the returns from the sale and lease of properties in the study area will be high enough to cover initial remediation costs and redevelopment costs. The panel recommends that NHRC approach the remaining industrial companies that own undeveloped property in the lakefront district with specific equity-participation proposals for development plans affecting their property.

Some financing as well as program assistance may be available from the Trust for Public Land and the Conservation Fund. Both of these organizations are dedicated to protecting and conserving land for public use. Both are somewhat involved in the reclamation of brownfields. The Conservation Fund has a development specialist in the state of Illinois with extensive development experience, who may be able to provide some technical assistance to the city.

Community foundations and other philanthropic organizations, especially those with an interest in environmental issues or in issues affecting the greater Chicago area, may provide support for the redevelopment of the Waukegan lakefront. The city should collaborate with the Metropolitan Planning Council in efforts to leverage philanthropic funds.

# Time Line for Lakefront Redevelopment

**T**he following time line suggests the chronological order of the tasks that the panel has described. Throughout the redevelopment effort, it will be essential to identify, mobilize, and sustain leadership in the public, private, and nonprofit sectors. Effective leadership will be crucial to maintaining momentum and realizing specific redevelopment goals.

## Immediate Actions

### Finance

- Expand the TIF district.
- Enact a 1 percent home rule sales tax.
- Create a real estate equity fund and a lending consortium to spread risks and pool resources among the various providers of capital, attract new development, and make additional financing available for projects.

### Organizational Structure

- Appoint a seven- to ten-member leadership team dedicated to guiding the redevelopment of the lakefront.
- Create a community advisory council to build support for the project.
- Create an independent, nonprofit redevelopment corporation—the New Harbor Redevelopment Corporation (NHRC)—managed by an executive director with relevant expertise, governed by a board of directors, and empowered and funded to implement the lakefront redevelopment plan.
- Hire an urban planning and design firm to prepare a master plan.

### Environmental Remediation

- Develop an innovative, consolidated remediation plan.
- Methodically identify and map all environmentally contaminated sites on the lakefront and evaluate the level of contamination.

- Develop a list of priority brownfield sites in the lakefront district for acquisition, preparation (environmental site assessment and remediation), and disposal.
- Undertake vigorous enforcement of environmental codes for existing operations on the site.
- Systematically phase out industrial uses and rezone the lakefront district for recreational, residential, educational, and commercial uses. Permit a new industrial plant only if the project can demonstrate net environmental gain.
- Begin environmental remediation of polluted sites.

### Development and the Built Environment

- Apply creative planning solutions to better connect the center of the city with the lakefront, improve the attractiveness and ease of access to the public beaches, and protect the lakefront's vulnerable shoreline and wildlife.
- Stimulate economic vitality in the CBD with a strategic development effort that includes negotiating development agreements for the Washington Street and Sheridan Road site; encouraging housing and retail development at the intersection of Genesee Street and Grand Avenue; developing the proposed theater district at Clayton Street; preserving and enhancing the Carnegie Library; and adaptively using the News Sun building.

### Transportation/Recreation

- Upgrade and resurface Pershing Road, adding a sidewalk, a bike lane, and extensive landscaping.
- Develop trailheads and a greenway trail that loops around the lakefront.

## Near-Term Actions—First Two Years

### Finance

- Explore potential for grants and loans by submitting applications for brownfield remediation



In the panel's estimation, retail vitality in the central business district will be stimulated by redevelopment of the lakefront.



funds from EPA or IEPA and other federal or state agencies, and for TEA-21 funds for transportation improvements.

#### **Environmental Remediation**

- Continue environmental remediation of polluted sites.

#### **Development and the Built Environment**

- Explore the potential for a post-secondary educational campus on or near the waterfront; if there is definite interest, reserve land for this purpose.
- Complete construction and renovation work, including housing, at the junction of Washington Street and Sheridan Road.
- Acquire OMC properties and identify new uses.

#### **Transportation/Recreation**

- Acquire the EJ&E railroad right-of-way.
- Relocate the Metra commuter-rail station and make it into a multimodal transit station.
- Remove the railroad freight holding area, close the Amstutz Expressway, and realign the Metra rails along the road's length.
- Build a bridge that extends Washington Street across the railroad to Pershing Street to connect to the future Marina Plaza.
- Develop a continuous greenway/paved path along the lake's edge starting at the Abbott Laboratories property line and extending north to the Illinois Beach State Park.

- Finish soccer fields and golf course on the Johns Manville site.

### **Medium-Term Actions—Years Three to Five**

#### **Environmental Remediation**

- Acquire and consolidate sites to be remediated.
- Continue environmental remediation of polluted sites.

#### **Development and the Built Environment**

- Create a marina plaza—a mixed-use development with residential, retail, and entertainment uses.
- Expand landscaping.
- Attract additional residential, retail, and entertainment development.

#### **Transportation/Recreation**

- Complete infrastructure and transportation improvements.

### **Long-Term Actions—Years Five to 20 and Beyond**

#### **Environmental Remediation**

- Continue environmental remediation of polluted sites.

#### **Development and the Built Environment**

- Expand residential and mixed-use development.
- Phase out heavy industries by acquiring properties, remediating pollution, and developing new uses.

## Conclusion

**T**he time is right to begin transforming Waukegan's declining, industrial-age appearance to a more modern one that showcases the city's lakefront. Key concepts for this redevelopment center on clean industrial production, innovative technologies, intellectual capital (brains not brawn), mixed-use development, and the experiential (quality-of-life) economy.

Judging by various indicators—increased interest in redevelopment, corporate commitment to environmental cleanup, the prospect of a reconstructed Genesee Theatre as an anchor for downtown revitalization, and demonstrations of community interest at recent public hearings—Waukegan has already begun its transformation. There is a heightened spirit of bipartisan cooperation and sense of urgency on the matter of reclaiming and redeveloping the lakefront.

During its interviews with more than 100 Waukegan citizens, professionals, and local officials, the panel sensed a tension between two points of view, one expressing interest in continued industrialization of the lakefront and one seeking to enhance opportunities for recreational, residential, and retail development. Some people think that a portion of the lakefront land should be reserved for industrial use, some want the lakefront completely cleared of any vestige of the industrial era, and some are flexible in their thinking about future uses.

The panel observes that reasonable people differ—and yet, if all possible objections to a proposal had to be removed before action was taken, nothing would ever get done. It is important to establish as wide a consensus as possible, and then to proceed. Waukegan should view the redevelopment of the lakefront district holistically, seg-

menting it perhaps for the purpose of implementation but recognizing that decisions affecting one part of the property will influence other parts. It is, therefore, important to keep the big picture in focus.

Serious environmental contamination exists and needs to be remediated as part of the overall plan to stimulate redevelopment. Left unmitigated, contamination will drastically inhibit the city's ability to market the lakefront district for new purposes. The cleanup will be extremely costly, and the exact cost is not possible to predict. Everything depends upon two unknowns: to what degree the land is contaminated and the level to which different sites should be remediated.

Of course, the city will need assistance from county, state, federal, and other sources to accomplish its goals on the lakefront. The redevelopment area is simply too large and the reclamation problems too complex and costly. No city could go it alone on a project of such magnitude.

The best direction that this marvelous lakefront asset can take is to shed its old industrial uses and take steps to support up-to-date and in-demand residential, recreational, and nonpolluting commercial uses. In short, the lakefront should become a new harbor city. That transformation is the panel's vision. With leadership, diligent effort, and partnership between the public and private sectors, the lakefront district can become the "polished gem" Mayor Drew had predicted.

## About the Panel

### William H. Hudnut III

*Panel Chair  
Washington, D.C.*

Former four-term mayor of Indianapolis, congressman, author, public speaker, TV commentator, think tank fellow, and clergyman, Bill Hudnut currently occupies the Joseph C. Canizaro Chair for Public Policy at the Urban Land Institute.

Hudnut is probably best known for his 16-year tenure as mayor of Indianapolis from 1976 to 1991. His stated goal was to build a "cooperative, compassionate and competitive" city. He established "a national reputation for revitalizing his Midwestern city," (*Washington Post*) and came to be regarded as "an entrepreneurial leader willing to take prudent risks" (*Toledo Blade*). Hudnut spearheaded the formation of a public/private partnership that led to Indianapolis's emergence in the 1980s as a major American city. Hudnut is a past president of the National League of Cities and the Indiana Association of Cities and Towns.

As a congressman, Hudnut sponsored 17 bills that became public law. He is currently a member of the town council in Chevy Chase, Maryland, a board member of the National League of Cities, and a member of the Millennial Housing Commission appointed by Congress. Prior to his entry into public life, Hudnut was a clergyman at churches in Buffalo, Annapolis, and Indianapolis. After he stepped down as mayor, he held posts at the Kennedy School of Government at Harvard, the Hudson Institute in Indianapolis, and the Civic Federation in Chicago. He assumed his current position with ULI in 1996.

Hudnut is the author of a number of books and the recipient of many public service awards. He graduated from Princeton University with high honors and election into Phi Beta Kappa. He graduated summa cum laude from Union Theological Seminary in New York City. And he has received honorary degrees from 11 colleges and universi-

ties. Hudnut is married to the former Beverly Guidara and has six children.

### Richard H. Burke

*Savannah, Georgia*

Richard Burke is a native of New York who earned a BA from the University of Pennsylvania and an MBA from the Wharton School of Finance and Commerce. During the past 26 years, he has held various positions in the community development industry. As president of the Branigar Organization, he was involved in developing primary, recreational, and retirement communities in the Midwest and the Southeast, including The Galena Territory in Galena, Illinois, and The Landings on Skidaway Island in Georgia, 1986 winner of ULI's Award for Excellence.

In 1987, Burke founded R.H. Burke & Company, a firm that develops and executes sales and marketing programs for planned communities, provides general real estate consulting services, and trains new and experienced sales agents. The firm has worked with more than 45 community developers, including Fortune 500 corporations, closely held companies, financial institutions, and limited partnerships.

Burke lives in Savannah with his wife of 35 years and they are the parents of two grown children. He has served as general campaign manager and chief volunteer officer of the United Way, president of the Savannah Rotary Club, vice chairman of the Savannah Chamber of Commerce, trustee of the Historic Savannah Foundation, board member of the Savannah Symphony, and advisory board member of Wachovia Bank-Savannah.

### Bernice Butler

*Miami, Florida*

Bernice Butler directs real estate development and development finance activities in Miami-Dade,

Broward, and Palm Beach Counties on behalf of the Collins Center for Public Policy, and she is currently involved in developing and funding a smart-growth land trust and a \$75 million to \$100 million blind-pool real estate equity fund that will target urban-core investments. Butler has more than 15 years experience in inner-city real estate finance and development.

She was involved in developing real estate projects valued at more than \$60 million in Miami-Dade in a five-year period; was president of REMBIS, a construction and project management firm; and currently works with major national and regional developers interested in urban-core real estate development projects. She has been a consultant for the National Association of Housing and Redevelopment Officials, project manager for a number of development companies, and a financial consultant with Merrill Lynch specializing in institutional investment and tax-advantaged real estate products.

Butler has a bachelor's degree in accounting from the University of Texas at Austin and an MBA in management and finance from the University of North Florida. She has been involved in numerous volunteer and professional organizations, including the International Conference of Shopping Centers, the Development Training Institute, Leadership Broward, Leadership Jacksonville, Leadership Dallas, the Dade County Brownfield Task Force, the Art Center of South Florida, and the Boys and Girls Clubs of Dallas and Jacksonville. She is a 1995 James Batten Fellow, and was a trustee of the University of South Florida Foundations.

### **Sandra Dupuy**

*Needham, Massachusetts*

Sandra Dupuy is president of SLD Development Associates, a professional services firm. SLD Development Associates provides urban planning and legal services in the areas of brownfield redevelopment, urban redevelopment, economic development, neighborhood revitalization, community relations, and regional planning.

Dupuy was previously the director of New Initiatives for Boston Community Capital, where

she was responsible for developing a brokerage and consulting practice specializing in economic development and brownfield redevelopment in urban areas on behalf of Boston Community Capital. Dupuy has consulted to the Gillette Company in the areas of urban and civic affairs. She has worked with real estate development firms such as The Primary Group and OakTree Green Development.

Dupuy has held positions as senior enforcement counsel for the U.S. Environmental Protection Agency; international development consultant in community and stakeholder relations at Associates for Rural Development; and corporate counsel for Commonwealth Energy System. She is a graduate of the Massachusetts Institute of Technology, Northeastern University School of Law, and Boston College, and has completed professional development training courses at MIT's Center for Real Estate and the Harvard University School of Law program in negotiation.

She is a native French speaker and a creative and strategic thinker with strong leadership, communication, and interpersonal skills. Dupuy is a member of the Urban Land Institute and the Real Estate Finance Association of the Greater Boston Real Estate Board. Her volunteer activities include: member of the Women's Business Enterprise National Council, member of the board of directors of the Vinfen Corporation, treasurer of the Lead Boston Community Board, and chair of the Committee on Alumni Affairs. She has spoken on the issues of brownfield redevelopment, urban redevelopment, and environmental law in the United States and overseas.

### **Keith H. Grey**

*Tallahassee, Florida*

During a 30-year career as a university professor, Keith Grey has taught urban design, architecture, planning, and landscape architecture. At the University of Southern California, Cornell University, and Florida A&M University, he has directed student teams to assist public and private sector clients on dozens of community design projects. The projects have included central business district redevelopment, historic district revitaliza-

tion, tourism-oriented waterfront development, and economic development of Indian tribal lands.

Grey graduated from the Royal of West England School of Architecture and received a master's degree in urban design from the University of Southern California. He practiced architecture in England, Scotland, and Pakistan before coming to the United States in 1967.

In addition to his university work, Grey is involved in a number of community projects in Tallahassee, Florida, where he currently lives. He is a member of the Gaines Street Revitalization Committee, which is overseeing the planning and redevelopment of a 450-acre mixed-use district at the edge of downtown Tallahassee.

He is the urban design profession representative on the Kleman Plaza Design Review Board, a body responsible for overseeing the development of a city-owned block adjacent to the state capitol. He is also a member of the Big Bend Conservation Coalition, a group seeking to establish a regional conservation agency in the north Florida Big Bend area.

### **Michael Higbee**

*Indianapolis, Indiana*

Michael Higbee is the founder and president of Development Concepts Inc. (DCI). He works directly with both private and public sector entities to create innovative development solutions that are responsive to a community's needs yet remain feasible, realistic, and doable. He has provided oversight to nearly \$400 million of new development investment, with the majority of this investment occurring in challenging areas, such as distressed neighborhoods and blighted downtowns.

As a consultant to the city of West Lafayette, Indiana, Higbee helped facilitate and package a public/private partnership for the \$50 million Wabash Landing mixed-use project. In 1998, he assisted the city of Bloomington, Indiana, with a redevelopment strategy for a 200-acre, 2 million-square-foot manufacturing facility, including the creation of statewide legislation that allowed the

city to capture local and state tax revenues to offset high predevelopment costs. Higbee just finished leading the development of a comprehensive downtown master plan for the city of Durham, North Carolina, that will help guide future development and redevelopment initiatives.

Higbee's firm not only provides consulting services in communities, but also undertakes development projects on its own. In 1996, DCI successfully codeveloped an 80-unit, \$7 million affordable housing development in Gary, Indiana, the city's largest privately led development project in more than 20 years.

Prior to forming DCI, Higbee served as the director of the city of Indianapolis's Department of Metropolitan Development. During his DMD tenure, he was the city's point man for several premier projects, including the \$700 million Circle Centre Mall, the lower canal improvement project, and (negotiations for) the \$1 billion United Airlines Maintenance Facility at Indianapolis International Airport. He also administered many of the city's economic development and affordable housing programs targeted for urban neighborhoods.

### **William Macht**

*Vancouver, Washington*

William Macht leads Macht & Company, a development and consulting firm, and is a professor of urban planning and development at Portland State University. In these positions, he concentrates on the types of mixed-use, public/private partnerships pioneered by the Rouse Company, which he served as a development director.

For the city of Vancouver, Washington, Macht & Company developed—under budget and ahead of schedule—Officers' Row, a \$10 million, 21.3-acre mixed-use downtown historic district rehabilitation project. The firm was selected as one of two finalists to develop a new Vancouver city hall and downtown central library. It formulated a public/private, mixed-use plan for Hood RiverFront, a 20-acre centerpiece in the revitalization of a 55-block waterfront in Hood River, Oregon. As an elected port commissioner, Macht guided the redevelopment of 750,000 square feet of space in 13



defunct cannery buildings on 20 blocks in downtown Hood River overlooking the waterfront.

A gubernatorial appointee on the Oregon Investment Board, Macht writes the "Solution File" column for *Urban Land* magazine and contributed chapters on the Boston, Providence, and Portland waterfronts to a forthcoming ULI book on urban waterfront development.

Macht is a graduate of Princeton University and the University of Virginia Law School. He has lectured on urban planning and development at several universities, institutes, and conferences.

### **Michael T. Schueler**

*Lebanon, Ohio*

As president and CEO of Henkle Schueler and Associates, Schueler has undertaken many successful projects in southwestern Ohio. These include the \$50 million development, construction, and management package for 460,000 square feet of fitness and medical office space for Mercy Re-

gional Wellness Centers in Fairfield and Anderson Township; the development of the Beach Waterpark, owned and managed by Henkle Schueler; and the development of several business parks, including the 552-acre Lebanon Commerce Center. Schueler has been an Ohio Realtor since 1975 and a broker since 1977.

He is on the Development Committee at his alma mater, on the board of trustees and a leader in raising funds for the College of Mount St. Joseph, president of the nonprofit organization Little Miami, Inc., and chairman of the Warren County Republican Party Central Committee.

Previously, Schueler had a 17-year executive career with Amoco Oil. He earned a BS from Northwestern University and an MBA from the University of Chicago.